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EPA PUBLIC MEETING
PROPOSED CLEANUP PLAN
OUTBOARD MARINE CORPORATION PLANT 2 SITE
WAUKEGAN, ILLINOIS

Report of proceedings had at the Public Meeting
of the EPA, held at 95 Jack Benny Drive, Waukegan,
Illinois, on the 13th day of November, A.D., 2008,
commencing at the hour of 6:14 p.m.

APPEARANCES:

Mr. Mike Joyce
EPA Community Involvement Coordinator

Mr. Kevin Adler
EPA Remedial Project Manager

1 MR. JOYCE: Good evening folks. Thanks for coming
2 out to listen to our proposed plan for Waukegan Harbor.
3 It will be called the Operable Unit 1 of the OMC site.
4 And, of course, your main attraction is the presentation
5 by the remedial project manager, Kevin Adler, EPA
6 Region 5. And our state partners are here, Tammy
7 Mitchell and Erin Rednour, whose names you'll see on the
8 front of the fact sheet, which hopefully you either
9 picked up on the table in the back or received by mail
10 or e-mail. And, again, thanks for giving up your time
11 today to see the presentation of the proposed plan.

12 There is a 60-day comment period that will
13 end January 5th. Tonight we'll accept oral
14 comments after Kevin's presentation and after maybe a
15 question-and-answer period. Then we'll invite you up to
16 put oral comments on the record. There are many other
17 ways you can make comments on the proposed plan, either
18 on our Web site, which is listed on the fact sheet. You
19 send it electronically. Or there is an insert in the
20 fact sheet in which you can write it or type it out and
21 send it directly to Kevin at our headquarters, 77 West
22 Jackson, Chicago.

23 So without further ado, Kevin, I'll turn the
24 microphone over to you, as they say.

1 MR. ADLER: Yeah. That's right. Thank you, Mike.

2 My name again is Kevin Adler. I'm the project
3 manager for the Outboard Marine Corporation Superfund
4 site in Waukegan, Illinois. Tonight we're going to talk
5 about a proposed plan to clean up the harbor, which is
6 Operable Unit No. 1, Outboard Marine Corporation
7 Superfund. Everybody is signed in. Get your name on
8 our mailing list. We won't put you on our catalog or
9 sell your name to marketers. But then you'll be on our
10 list to receive our fact sheets in the future about the
11 OMC site.

12 Very briefly, our cleanup proposal is to
13 completely dredge the harbor where we see PCBs of over
14 1 part per million and then place a residual sand layer
15 down after things have settled in the harbor to reach a
16 0.25 surface-weighted average concentration of PCBs that
17 remain in the harbor. And that will be protective of
18 the environment. We estimate that after the work is
19 completed, it will take at least 5 years or perhaps a
20 little more before PCB levels in harbor-caught fish
21 start to fall down to protective levels. Our proposed
22 remedy has an estimated cost of \$34-35 million. But the
23 work could be completed in about one dredging season.

24 The background for Waukegan Harbor -- Can

1 everybody see the map here? It extends from the
2 approach channel to the outer harbor and in all the way
3 up to the northern harbor extension. Waukegan Harbor is
4 one of the four outdoor units of Outboard Marine
5 Corporation site. The other three are the Waukegan Coke
6 Plant site, the PCB Containment Cells, and the OMC
7 Plant 2 site.

8 In the color-coded map, you can see the
9 northern harbor piece of the Waukegan Harbor that was
10 originally cleaned up by Outboard Marine Corporation,
11 Operable Unit No. 1. The yellow is the Waukegan Coke
12 Plant site, Operable Unit No. 2. The orange are the
13 three containment cells containing previously dredged
14 harbor sediment, Operable Unit No. 3. And the green is
15 the Outboard Marine Corporation Plant 2 site, Operable
16 Unit No. 4.

17 Some information about the channel -- or the
18 harbor. There are two pieces to it essentially. The
19 federally authorized channel is composed of different
20 segments called the approach channel, the outer harbor,
21 the entrance channel, the inner harbor, and the inner
22 harbor extension. That also contains nonfederally
23 maintained elements, which include the northern harbor,
24 Slip No. 4 which Larsen Marine operates out of, Slip

1 No. 1 which the industries operate out of, and then the
2 docking area, and then former Boat Slip No. 3.

3 This figure sort of shows you all these
4 elements of the harbor except for the approach channel,
5 the outer harbor, the entrance channel, the inner
6 harbor, the inner harbor extension, the federally
7 authorized channel. The north harbor and the docking
8 are not federally maintained nor is Boat Slip No. 1 or
9 Boat Slip No. 4. And this is former Boat Slip
10 No. 3.

11 The harbor authorized depth currently is --
12 We've heard different numbers from time to time. Right
13 now it's supposed to be maintained to 18 and 19 feet
14 below mean lake surface. And the Corps of Engineers is
15 supposed to do that, but they are not doing it right now
16 because of the PCB contamination in the sediment. We've
17 heard that Congress has authorized a deeper depth. But
18 before that work can happen, the Corps would have to do
19 an approximately 2-year environmental or economic
20 feasibility study. So right now we're working with the
21 authorized-maintenance levels in the inner harbor.

22 It's used industrially as we've indicated
23 before (inaudible) and National Gypsum Corporation, that
24 I know of, and recreationally. The harbor has no flow

1 through. It's not connected to rivers. There is no
2 fresh water or sediment flowing into the harbor. And
3 the walls are made out of sheet pile. And the current
4 depths, as we've indicated, are approximately 18 to
5 19 feet although there are some deeper areas. The red
6 areas show the deeper areas in the harbor as deep as 20
7 to 23 feet.

8 Polychlorinated biphenyl, PCBs, are a
9 contaminant in concern in the harbor sediment and the
10 fish that are caught in the harbor. The origin of the
11 PCBs came from OMC Plant 2. They were discharged into
12 former Boat Slip No. 3 in the 1960s and the 1970s. The
13 State of Illinois discovered this in the '70s and
14 brought action against OMC to stop it. Superfund was
15 enacted in December 1980. And then the EPA moved very
16 quickly with the State to place it on the first
17 Superfund list in 1981.

18 In 1984, EPA signed a record of decision
19 essentially to dredge the harbor which included a
20 cleanup level of 50 parts per million PCBs. 5 years
21 later, it was changed rather slightly with what happened
22 in 1990-1993 when OMC performed the work. We looked at
23 dredging the material to 50 parts per million PCBs,
24 treating material that was greater than 500 parts per

1 million PCBs thermally, and send that material off-site
2 for incineration.

3 Outboard Marine Corporation spent \$21 million
4 on the sediment cleanup in 1990 through 1993. They
5 dredged the northern harbor area. They also excavated
6 material on the north side of the OMC Plant 2 property
7 at 50 parts per million and above. They treated the
8 sediment that was again above 500 parts per million
9 PCBs. They put the residual material in Boat Slip No. 3
10 and in the western and eastern containments cells on the
11 OMC Plant 2 property. Only the northern harbor area was
12 dredged because that was the area that was found to
13 exceed 50 parts per million PCBs.

14 The good news is PCB levels in the
15 harbor-caught fish fell immediately after the cleanup
16 was completed. You can see there before cleanup, it was
17 a very high level, 19 parts per million on average, in
18 harbor-caught fish. And afterwards, it fell 22 and
19 10 parts per million PCBs. And these numbers are based
20 on yearly samples taken by the State of Illinois. PCB
21 levels in harbor-caught fish, however, currently exceed
22 recommended levels. The latest fish data not on that
23 chart, 2001 to 2005, show trending a little bit lower
24 than what we saw in the chart. And the bottom feeders

1 like the carp tend to have more PCBs than the sport fish
2 which don't come in contact with the PCBs in the
3 sediment.

4 So what about PCBs? What are they? Well,
5 PCBs are chlorinated hydrocarbons that bioaccumulate,
6 biomagnify, and are not easily biodegraded. What does
7 that mean? That means that if you come into contact
8 with them or ingest them in some way, they can stay in
9 your body and not be easily excreted. And they tend to
10 biomagnify over time because they are not easily removed
11 from your body. So if you have 4 parts coming in and
12 you can only get rid of 1 part per day, 3 parts are
13 going to build up in you over time.

14 They do not easily biodegrade. That means if
15 you leave them out in the environment, naturally
16 occurring bacteria and whatnot find it very hard if not
17 impossible to break them down to an innocuous compound.

18 PCBs are considered to be a potential
19 carcinogen, and they also have noncancer-causing effects
20 that are worrisome. Cancer effects generally target the
21 entire body, but the brain and liver are more the target
22 sites. Noncancer effects include immunodeficiency
23 problems, thyroid problems, and cognitive or
24 developmental problems or events. In pregnant women,

1 PCBs can cause developmental problems in either the
2 growing fetus or the growing child.

3 This model helps us understand how PCB could
4 bioaccumulate. Essentially, the dark blue area we're
5 going to consider to be the PCB-infected harbor. And
6 then the lighter blue of course is the water column.
7 PCBs come in and out of the system by aerial deposition,
8 dust coming from the atmosphere. And also they can
9 slightly evaporate out of the water into the atmosphere.
10 PCBs are not very water soluble. They are very
11 insoluble. But there is still some component that is
12 soluble, so there is a small amount that can be
13 dissolved in the water column. Therefore, fish that
14 swim in it and take that water in to breathe can be
15 exposed to the PCBs; and, therefore, they can biomagnify
16 into the fish.

17 PCBs in the sediment are a special problem
18 because the organisms that live on the bottom of the mud
19 bed there are exposed to PCBs in the sediment more so
20 than the fish that swim around in the water column. The
21 PCB levels in the sediment are much, much higher than
22 those in the water column. And you also have the
23 problem where fish may consider the benthic organisms to
24 be their lunch and then ingest it, and they're ingesting

1 PCBs and magnifying them. Then other predators in turn
2 catch the fish and are exposed to PCBs by consuming the
3 fish.

4 The EPA Superfund is in charge of performing
5 5-year reviews of cleanup sites whenever material is
6 left on the site above levels allowed for unlimited use
7 of the property -- or residential use of property. In
8 this case, the cleanup in 1990-1993, they left PCBs
9 behind in the three containment cells. So EPA will be
10 doing 5-year reviews for the OMC site for as long as
11 those containment cells are present.

12 In 2002, we examined the PCB level numbers in
13 harbor fish the State of Illinois provided to us. And
14 we determined that those numbers are still too high to
15 be protective. And, therefore, we drew the conclusion
16 that the 50-part-per-million cleanup level for harbor
17 cleanup is probably not protective. In 2007, we said it
18 was not protective. And we said based on this
19 assessment that perhaps the 0.25-parts-per-million
20 cleanup level would be protective. And the Illinois EPA
21 generally agrees.

22 Some other notes about the harbor. The harbor
23 is an area of concern by International Oceanic
24 (inaudible). In the Great Lakes, (inaudible)

1 contaminated sediment and other beneficial use
2 impairments, such as not being able to dredge the harbor
3 to help commerce and so on and forth. The Great Lakes
4 Legacy Act was enacted to address the areas of concern
5 in the Great Lakes. So in between the two 5-year
6 reviews, between 2002 and 2007, we attempted to conduct
7 a Great Lakes Legacy Act project in the harbor in
8 Waukegan. In January 2003 and January 2005, we had
9 sampling events in the harbor of levels of sediment to
10 help determine the extent of residual PCBs in the harbor
11 sediment.

12 Looking at all those numbers, we see that the
13 sediment currently in the harbor averages only 2 and
14 3 parts per million PCBs. So that tells us that OMC did
15 a great job the first time around. They removed at
16 least 98, 99 percent of the PCBs in the harbor. And the
17 hottest spot we could find is about 36 parts per
18 million.

19 I'm sorry for the schematic here. It's also
20 in your fact sheet. It may be hard to read. But,
21 generally, in the outer harbor area, we see only one
22 spot here where we had a contamination level for PCBs
23 above 1 part per million. But as you get closer to the
24 source of the PCBs in the harbor, the numbers tend to go

1 up.

2 This figure sort of shows you where the PCB
3 levels exceed levels of concern in the harbor. So you
4 can see that generally in the entrance channel. And
5 then as we get to the inner harbor area and the northern
6 harbor area and the docking area are areas of concern.
7 And I'm sorry. This may be hard to see. It's sort of a
8 3-D diagram that shows how thick the sediment column is,
9 especially in the docking area and the curve around in
10 the inner harbor area, the amount of impact of sediments
11 present.

12 In November of last year, Superfund began a
13 new investigation feasibility study for the harbor using
14 the 2003 and 2005 sediment data. A risk assessment had
15 been conducted based on people catching and eating fish
16 containing PCBs from the harbor. We did not assume that
17 people coming into contact with contaminated sediment
18 was a viable way to look at risk in the harbor. The
19 harbor is 18 to 19 feet deep.

20 We calculated that for an adult eating fish
21 from there, eating approximately 48 meals per year of
22 2 to 3 ounces of fish per week per meal, the excess
23 lifetime cancer risk for that adult would be about
24 2 times 10 to minus 4, 2 in 10,000. However, for the

1 noncancer effects for an adult, we estimated that the
2 effects would be 11 times higher than what we think
3 would be safe. For a child, who is more sensitive to
4 the effect of PCBs on their growing bodies, the level of
5 PCBs in the harbor are 28 times more than we would like
6 to see. And I like to interpret it as the cancer risk
7 is not so bad, but more trouble for the noncancer events
8 that the PCB levels in harbor-caught fish can cause both
9 adults, fishermen, and then children eating the meals.

10 So based on the results of risk assessment, we
11 feel action is indicated because the risks exceed our
12 target risk range cleanup action. Although the cancer
13 risk is very slightly outside of our risk range, which
14 is usually 1 in 10,000 to 1 in a million excess parts
15 per cancer rate, the hazard index, which is the
16 measurement of the noncancerous effects on human health,
17 are very high. They are much greater than the 1.0 that
18 we wanted to achieve with the cleanups.

19 And we also know that the fish consumption
20 advisories currently in place are not enough to prevent
21 the PCB exposure. The advisory group is measured in in
22 fisherman fishing in the docks, and they acknowledge
23 eating the fish and they acknowledge that they are aware
24 of the advisories that are in place.

1 Before we did any thoughts of doing a physical
2 cleanup action, we looked at how long it would take for
3 nature to bring PCBs in the harbor around to levels that
4 would be protective. We estimated it would take almost
5 a century because there is no water flowing into the
6 harbor from a river depositing sediment. So remedial
7 action is indicated. So what are our objectives? We'd
8 like to either reduce the amount of PCBs in harbor
9 sediment so then there would be less PCBs available for
10 harbor-caught fish to bioaccumulate and biomagnify or
11 isolate those PCBs from benthic organisms and fish in
12 the harbor so that they are no longer available to
13 bioaccumulate or biomagnify. And then we would like to
14 prevent the overconsumption of impacted fish over the
15 short term, and that's what the advisory is supposed to
16 be doing.

17 So our objective would be to either remove
18 sediment that contains PCB levels or levels of concern
19 or place a barrier between the aquatic life in the
20 harbor and the sediment on the bottom of it.
21 Specifically, we see that the risks to people eating the
22 fish in the harbor are about 10 times higher than we
23 would like to see so that the PCB levels of the harbor
24 sediment are about 10 times higher we would like to see.

1 So we looked at a range of alternatives from
2 no action, doing absolutely nothing, to complete capping
3 of the entire harbor to place a barrier between the
4 contaminated sediment and the aquatic life in the harbor
5 and then a combination of capping and some dredging on
6 up to complete dredging of the harbor areas only where
7 we see the PCB level of concern. The cost of those
8 remedies range from \$10 million or so for the complete
9 capping remedy up to \$35 million for the complete
10 dredging remedy.

11 Alternatives 1 and 2. The first alternative
12 is no action, essentially, no further action to deal
13 with the PCB levels in the harbor. We estimate that the
14 harbor PCBs would cause adverse risks for up to
15 100 years, people catching and eating fish from the
16 harbor.

17 The complete dredging remedy involves removing
18 harbor sediment that is at 1 part per million PCB or
19 above -- and there's about 200,000 cubic yards of that
20 material in the harbor -- using hydraulic dredging and
21 then placing a residual sand layer after the water has
22 settled down because when you do dredging, you're going
23 to kick up material into the water column; it's going to
24 have to settle. It's going to have a little bit of PCBs

1 left. The clean sand layer would be between 6 and
2 8 inches thick. It would be essentially a dilution
3 layer at the end to meet the 0.25 surface-weighted
4 average concentration goal or clean up of the harbor.

5 Now, we can't remove every PCB from the harbor
6 and they cannot dredge too closely to those sheet pile
7 walls without fear of collapse. So where we cannot
8 dredge and we see material exceeding our cleanup goals,
9 we place a harbor cap, sand, rock, big rocks, on the
10 sediment so that ships going by cannot move them.

11 And, generally, these are the areas that we're
12 talking about dredging to achieve the removal of
13 sediment containing 1 part per million or above PCBs.
14 And that remedy costs an estimated \$34.9 million.

15 Alternative 3 is a combination of dredging
16 everywhere in the harbor that is used by industry and
17 capping areas of the harbor that are not used by
18 industry. We would still use a hydraulic dredge method
19 to remove sediment that's 1 part per million or above.
20 Then we place the 3- to 5-foot capping material,
21 especially in the northern harbor area. Instead of
22 removing that contaminated sediment, we place our 3- to
23 5-foot barrier down so the fish swimming in the northern
24 harbor area would not come into contact with that

1 sediment. And those areas that we did have to dredge
2 and we couldn't remove because it's close to the sheet
3 pile walls, again, we put our armored cap on that
4 material.

5 Alternative 4, a combination of capping and
6 some dredging, involves some limited dredging in the
7 channel even if it does not enable us to put a 3- to
8 5-foot armored cap in place. So we've maintained the
9 present depth of the harbor; we've not decreased or
10 increased it. And, again, we have our target of 1 part
11 per million sediment that we would go on to remove.

12 So, for example, this area here, this area
13 here, all would be dredged only deep enough to allow us
14 to put a 3- to 5-foot cover cap -- armored cap back down
15 so that big ships when they come into the harbor will
16 not be able to stir it up and expose PCBs left behind.
17 The northern harbor area here and the marina area here
18 would be (inaudible) capping because we don't see deep
19 boats going into those areas.

20 The complete capping alternative assumes that
21 there will be no further heavy industry use of the
22 harbor, and that involves placing a 3- to 5-foot sand
23 and gravel area down over the impacted harbor sediment
24 areas. It doesn't necessarily need to be a harbor. We

1 assume that the large ships will not be coming in and
2 stirring up that material.

3 Okay. We examined our five alternatives and
4 evaluated them using the nine criteria. The first step
5 that has to be met by selected alternative is that it
6 has to be (inaudible). We determined that the four
7 alternatives that we looked at, the action alternatives,
8 Nos. 2 through 5, would be protective because they would
9 take action to either remove PCBs from the sediment or
10 place a barrier between the harbor sediment that's
11 contaminated and the aquatic life in the harbor or have
12 a combination of those. The no action one, we did not
13 feel would be protective because for 100 years, we would
14 exceed what we feel to be the protected cleanup level
15 for the harbor.

16 The second point here sort of deviates a
17 little bit from the fact sheet, and I apologize. We are
18 getting conflicting legal opinions as to whether or not
19 placing capping material in a federal channel would
20 violate federal law or not. So that is iffy, applicable
21 requirements, laws that are passed to deal with cleanups
22 or laws passed to cleaning up the environment.

23 All the alternatives are easily implemented.
24 The dredging is fairly straightforward. All the action

1 alternatives are effective; they will reach cleanup
2 goals very quickly. But Alternatives 2 and 3 are the
3 most costly. Another factor that we'll be using to
4 evaluate the cleanup plan is depth and berm grade. The
5 City would prefer no deepening of the harbor. Number 2,
6 industry would prefer to maintain or increase the harbor
7 depth. So we have these conflicting entities. National
8 Oceanic Atmospheric Administration is a federal agency.
9 It's our natural resource trustee. It's their opinion
10 that we should maintain or increase depth to
11 congressionally authorized levels to maintain commerce
12 in the harbor.

13 So we propose to use remedy Alternative No. 2,
14 which is the complete environmental dredging of the
15 harbor to remove PCBs that are at 1 part per million and
16 above in the harbor sediment, placing a residual sand
17 layer down or a final mixing layer to achieve the 0.25
18 surface-weighted concentration cleanup goal for PCBs and
19 sediment that's left behind. The surface-weighted
20 average concentration is what is the average
21 concentration of PCBs in a 12-inch layer of sand on the
22 surface of the bottom of the harbor. Those are the
23 areas that are more likely for benthic organisms to come
24 into contact. And, again, we would place an armored cap

1 along the seawall areas where we couldn't dredge and
2 that exceeded our cleanup standards.

3 So, generally, we would try to -- not try to,
4 we would dredge out these yellow areas and small red
5 areas there. Those areas are where we see PCBs that
6 exceed 1 part per million. Once the dredging is done,
7 we put our residual sand layer in these areas. It can
8 be completed in one construction season at an estimated
9 cost of almost \$35 million. And, again, it would not
10 remove all PCBs from the harbor.

11 Some other considerations was -- were off-site
12 disposal of the dredging material would be too expensive
13 to put into a truck and haul it to a landfill. So we
14 would place the material on the OMC Plant 2 property
15 where the eastern and western containment cells
16 currently are. We believe that would fit in with the
17 City's redevelopment plans for the property in the
18 future. Hydraulic dredging is more cost effective than
19 mechanical dredging; and, therefore, we can get work
20 done in one season. If we had to use a mechanical
21 dredger, we probably would need two units and may need
22 to go into two seasons of work.

23 I put this photograph up to show you the
24 approximate area where the dredged sediment would be

1 piped to via water and then left. After all the water
2 is removed, we would put 3 feet of clean dirt over it
3 and then the City would be able to use it for a garage
4 or a park.

5 Some other considerations are
6 natural-occurring materials in the sediment contain
7 organic compounds -- or particles, leaves and twigs and
8 whatnot, a lot of dead fish. When you get below a
9 certain level of the sediment, an anoxic or oxygen-free
10 condition, so you start to create ammonia as the
11 material degrades. So when we go in with the hydraulic
12 or mechanical dredger, we're going to stir up that
13 material and release ammonia to the water that we will
14 be removing along with the sediments that are
15 contaminated.

16 Hydraulic dredging, we would be removing
17 approximately 5,000 gallons per minute of water along
18 with the sediment. That's a large volume of water to
19 deal with. The discharge number or level for ammonia
20 into the lake is very, very low to protect aquatic life.
21 It's a little bit higher in the harbor. Our engineers
22 have found that to treat that volume of water to remove
23 enough ammonia to be discharged into the lake would be
24 very, very costly, very, very hard to do, and probably

1 and not even effective to be able to do so. It would
2 still exceed ammonia levels for discharge into Lake
3 Michigan.

4 So we would probably have to invoke a waiver
5 of State's discharge level for ammonia to do this
6 remedy, which we are allowed to do under Superfund. We
7 would filter the water to remove particulate matter and
8 then diffuse that back into the harbor and spread it out
9 over the entire water area. (Inaudible. Blower turned
10 on.)

11 THE COURT REPORTER: I can't hear you at all.

12 MR. ADLER: Now, between Alternative 2 and
13 Alternative 3, the cost difference is about
14 \$1.9 million. Alternative 3 involves capping the
15 northern harbor area. And, therefore, it is slightly
16 less expensive because we're not removing as much
17 material and having to dispose of it on the OMC Plant 2
18 property.

19 AUDIENCE MEMBER: We can't hear you.

20 MR. ADLER: But we are going to (inaudible)
21 material piped down into the water column (inaudible).

22 THE COURT REPORTER: Mr. Adler, I can't hear you at
23 all. Do you mind using the microphone?

24 MR. ADLER: I was saying to be or not to be.

1 We felt that Alternative 2, removing the
2 material from the harbor, was the more permanent way to
3 address it rather than --

4 (Short interruption.)

5 MR. ADLER: Thank you.

6 We felt that Alternative 2 would give us a
7 more permanent approach to removing material from the
8 harbor rather than covering it up and leaving it there
9 for somebody else to manage over the next 50 years.

10 Who is going to pay for this? The taxpayer,
11 EPA, business. The EPA the will pay 90 percent of the
12 cost, and the State has to have a 10 percent cost match.

13 After the comment period is over January 5,
14 EPA will evaluate all your comments and try to have a
15 decision on the cleanup action by the end of February
16 2009. And then budget problems, we'll work out in
17 Washington when we begin to design the cleanup remedy
18 and start that work in late 2009 or 2010 and be cleanup
19 ready in 2010.

20 And then once the work is completed,
21 5 or so years later, the PCB levels in harbor-caught
22 fish will start to fall. Right now it's unknown how
23 long it will take to get to protective levels. But what
24 we want to see is them to start to fall because as they

1 start to fall, it becomes more and more protective for
2 human health.

3 Now, just because we're cleanup ready in 2010
4 doesn't mean it's going to happen in 2010. Because of
5 the potential cost of the remedy, it has to be
6 prioritized by an EPA panel who rate the sites with
7 regards to risk. With the more obscure conditions,
8 10 get funded first. So, for example, if people are
9 drinking contaminated water in a subdivision, that
10 remedy would probably be funded before the harbor
11 cleanup would be funded.

12 Any questions before I give you the quiz? I
13 gave you a lot there. There's a lot to think about.
14 I'll be happy to stay here as long as we need to to
15 answer your questions. And, afterwards, Michael will
16 run the comment part of this.

17 AUDIENCE MEMBER: Question.

18 MR. ADLER: Yes.

19 AUDIENCE MEMBER: You said that the share was
20 90/10, federal/state. Is it truly a state share, or is
21 it just merely a nonfederal share?

22 MR. ADLER: Superfund is 90 percent federal,
23 10 percent state. As far as I understand, the State has
24 the capability to accept money from other entities, set

1 up a special account within the state, and then use that
2 as their matching funds for a cleanup action.

3 AUDIENCE MEMBER: I have a question about the
4 purpose of this meeting. I expected you guys to kind of
5 come and present all the alternatives. But you spent a
6 lot of time on Alternative 2, and we didn't hear much
7 about the other ones.

8 MR. ADLER: Do you want to hear more about the
9 others one?

10 AUDIENCE MEMBER: Well, I was just wondering,
11 wasn't the purpose of the meeting to hear about all the
12 alternatives available?

13 MR. ADLER: Fair enough. We looked at a suite of
14 four action alternatives.

15 AUDIENCE MEMBER: You said -- I listened to all
16 that. You don't have go back over the slides. I just
17 wondered is there more information on the fact sheet
18 than what you presented on the other alternatives?

19 MR. ADLER: There's more information on the fact
20 sheets, and there's also the capability study that was
21 placed into the Waukegan Library administrative record.

22 AUDIENCE MEMBER: We might point out that you had
23 another meeting prior to this meeting in City Hall where
24 you presented all the alternatives in depth.

1 MR. ADLER: She has a fair point that we really
2 didn't go into each one in depth as we did for
3 Alternative 2 and only because each alternative looks at
4 a certain amount of capping and a certain amount of
5 dredging. As you go from one end to the next, it's the
6 same kind of work happening but there's more of it
7 happening in Alternative 2 than Alternative 4. So I did
8 not spend a lot of time on what are the exact
9 differences between the alternatives.

10 AUDIENCE MEMBER: You do want the public to comment
11 though on all the alternatives, correct?

12 MR. ADLER: I want the public to comment as to
13 which one they think is preferred. We're not telling
14 you what to tell us. We're telling you what we believe
15 is the effective one.

16 AUDIENCE MEMBER: So will the dredge water
17 treatment meet all other standards of discharge into
18 Lake Michigan, as ammonia.

19 MR. ADLER: It will be into the harbor. And it
20 would be all the ones we can meet effectively. I don't
21 have an idea about what other compounds of concern may
22 be present until we --

23 AUDIENCE MEMBER: So there may be others?

24 MR. ADLER: Ammonia is one of concern, the main one

1 of concern. We did do some testing taking some sediment
2 out of the harbor and placing them into containers so we
3 could see the concentration of compounds in the water
4 that resided in that sediment. And ammonia was the main
5 one of concern. We didn't have anything else --

6 AUDIENCE MEMBER: Mercury.

7 MR. ADLER: Mercury --

8 AUDIENCE MEMBER: Mercury is so low that
9 (inaudible).

10 AUDIENCE MEMBER: What are the standards that you
11 are trying to meet in particular, state standards,
12 federal standards?

13 MR. ADLER: State discharge standard.

14 AUDIENCE MEMBER: But there may be more than just
15 the ammonia?

16 MR. ADLER: There may be. We saw mercury in the
17 water, but it was so low that there's no way you can
18 beat it.

19 AUDIENCE MEMBER: How was the mercury in the fish?
20 Did you measure that?

21 MR. ADLER: I think we've tested the fish.

22 And, Erin, do you recall if we tested for
23 anything else besides the PCBs in the fish?

24 ILLINOIS EPA REPRESENTATIVE: There was one year

1 that we tested for mercury, and it wasn't specific to
2 the harbor. It was along the whole coastline. We were
3 consistent with the other states in mercury. We tested
4 all along the coastline. The mercury content was
5 consistent with what we see in fish all around the lake.
6 So we subscribe to the lake fish consumption advisory
7 too.

8 THE COURT: So even if you clean up all the PCBs,
9 the fish in the lake, you still shouldn't be eating
10 because of the mercury?

11 ILLINOIS EPA REPRESENTATIVE: Certain types of
12 fish, yes.

13 AUDIENCE MEMBER: Rick Larsen. I'm one of
14 Waukegan's aldermen. And I want to say up front that
15 I'm a proponent of the capping option. This is
16 taxpayers money that we're proposing using on cleaning
17 up the harbor. But why don't you explain the other
18 parts of the lakefront cleanup that we are facing, other
19 than just dredging the harbor, and the estimated cost of
20 what we're faced?

21 MR. ADLER: Sure. Okay. Let me go back to one of
22 my maps. Waukegan Harbor, again, is the first operable
23 unit of the OMC cleanup site. \$21 million has already
24 been spent by Outboard Marine in order to clean up the

1 harbor. The Waukegan Coke Plant site is being cleaned
2 up by two former operators of the Coke Plant, North
3 Shore Gas and General Motors Corporation. The cleanup
4 remedy was selected, as you know, in September 1999. At
5 that point, the estimated cost was about \$27 million to
6 clean up soil and groundwater. The soil has already
7 been cleaned up to the cleanup standards making the
8 surface available for the development you so choose to
9 right now. The groundwater cleanup has just started.
10 EPA is not paying for this work. General Motors and
11 North Shore Gas are.

12 Operable Unit No. 3, there's essentially not
13 too much cost involved with that. The City has agreed
14 to do the routine operation and maintenance of those
15 cells which involves making sure that the water levels
16 in the material inside the cell, the groundwater levels
17 are lower than the water levels outside. So if there is
18 ever a leak in that cell, the water comes in and the
19 contamination does not go out. I don't know how much
20 you spend per year doing that operation, but I would
21 imagine it's probably \$50,000 a year.

22 OMC Plant 2, I was here in January of 2007
23 with a cleanup plan for the building and the soil.
24 And at that point, we estimated it would be about

1 \$20-odd million to knock down the non-PCB contaminated
2 building and to clean up PCB and other organic
3 hydrocarbon-contaminated soil outside of the building.
4 Our current estimate because costs of disposal have
5 risen so high and because we found asbestos-containing
6 material in that factory than we had thought of finding
7 is about \$34 million just to knock down the building
8 that's remaining that the City has not knocked down and
9 to dispose of it properly and to clean up contaminated
10 soil and dispose that properly off-site.

11 In August of this year, I was here to announce
12 our proposed cleanup plan for the groundwater and a
13 dense nonaqueous phase liquid containing
14 trichloroethylene, a pool of solvents beneath the
15 property. And that remedy is about \$12.7 million.

16 So if you add it all up, there's one big area,
17 one big site, you're looking at about \$120 to
18 \$130 million.

19 AUDIENCE MEMBER: Is one of the concerns of the OMC
20 Plant site the contaminants leaching into the harbor
21 water and the lake water?

22 MR. ADLER: Well, there's concern on two of the
23 pieces of the site. Let's start with the Coke Plant
24 site. We have a plume of water here beneath it because

1 of the operations of the manufacturing of gas and
2 natural gas and then manufacturing coke for coke ovens.
3 We see arsenic contamination and benzene contamination
4 in the groundwater at that site. So we're concerned
5 that if the arsenic levels and the other -- the ammonia
6 levels also -- I'm sorry -- were not addressed that you
7 would exceed standards for ammonia and arsenic in the
8 harbor and/or Lake Michigan. So the groundwater is
9 going to be cleaned up. And we estimate in the next
10 3 to 8 years we'll be pumping groundwater out, treating
11 it so we reduce the ammonia levels, reduce the arsenic
12 levels, and then reinjecting that into the ground.

13 The OMC Plant 2 property has a large
14 groundwater contamination beneath it that's mostly
15 trichloroethylene-chlorinated solvents and breakdown
16 products including biochloride (phonetic). We are
17 concerned about that plume because when you are on this
18 piece of the property, the direction of groundwater flow
19 tends to be towards the south, towards the harbor, onto
20 Larsen Marine Service. When you are on the eastern side
21 of the property, groundwater flows into Lake Michigan.
22 Right now, we don't see any evidence at Larsen that
23 there is contamination going into Lake Michigan or the
24 harbor at this point. Once this building is removed,

1 there may be a little bit faster movement of groundwater
2 and then you may start to see some.

3 AUDIENCE MEMBER: I think it's important to let
4 everybody know what kind of money we're talking about.

5 MR. ADLER: Right.

6 AUDIENCE MEMBER: And the way it will be come up
7 with.

8 AUDIENCE MEMBER: Can I ... There is still
9 contamination on the OMC site, which will be taken care
10 of when, when the EPA budget allows it? Well, because I
11 think you made a good point that it will leach back.
12 And you talked about (inaudible) in 5 or 10 years.

13 AUDIENCE MEMBER: That was the question I was going
14 to ask, is that whether it's 9.6 million or 34.5 million
15 to clean up the harbor, we all sort of put that on the
16 side and deal with the OMC problem first because we
17 could expend 9.6 to 34.5 million and do one of these
18 alternative remedies here and Plant 2 is still standing
19 there. And, God forbid, if something happens and it
20 collapses, you would have PCB materials going right back
21 into the harbor.

22 MR. ADLER: I understand. And, again, my job is to
23 make sites ready to be cleaned up and get it to the
24 point where it's eligible for funding. And then the

1 sites get ranked according to risk because money is in
2 short supply. And those pieces of the site that have
3 more potential risk to human health and environment
4 would be funded first. So if you recall the risks for
5 human health in the harbor, the cancer risk was not so
6 bad, the noncancer risk was sort of troubling, I would
7 estimate that the harbor would not be ranked above OMC
8 Plant 2 demolition and certainly wouldn't be ranked
9 above the groundwater problem.

10 AUDIENCE MEMBER: I want to ask a couple of
11 questions about the measurement of the fish and how they
12 come up with these measurements of contamination in the
13 fish itself. Do they measure -- I'm a fisherman. I
14 know how to use a fillet knife to fillet a fish. I've
15 heard rumors to the effect that they take the whole fish
16 and come up to the levels of contamination rather than
17 the fillet which everybody eats.

18 MR. ADLER: Our assumptions for risk assume that a
19 fisherman will be properly filleting a fish, that you
20 will be cooking it so that the oils and fats, which
21 would contain the PCBs more than the lean pieces would,
22 drain off and you would not be using that. Perhaps
23 50 percent of the PCBs that are essentially available in
24 a harbor-caught fish would not be consumed by a

1 fisherman.

2 AUDIENCE MEMBER: I can't hear you.

3 AUDIENCE MEMBER: I can't hear you at all either.

4 MR. ADLER: I'm sorry. We assume that fishermen
5 would be properly dressing the fish before consuming it
6 that half the PCBs would be not consumed because the fat
7 pieces would not be consumed and the cooking allows for
8 further fats to drain away. And that's where PCBs tend
9 to accumulate.

10 AUDIENCE MEMBER: Kevin, I think it would be
11 helpful if you would explain on the maintenance of the
12 OMC Plant and when that obligation of the City ends.
13 I think it might be helpful if you would explain that to
14 the audience.

15 MR. ADLER: I don't know how that's relevant to
16 this particular cleanup approach. But, right now, EPA
17 has an agreement with the City of Waukegan regarding the
18 maintenance of the remaining building on the property.
19 And when does that run out?

20 AUDIENCE MEMBER: It runs out at the end of 2010.

21 MR. ADLER: 2010. So, after that, the City's
22 agreement with EPA expires. Right now the City along
23 with the routine maintenance of the PCB containment
24 cells also is in charge of security to prevent

1 trespassers from breaking in and not coming into contact
2 with the contaminated material in that building.

3 AUDIENCE MEMBER: Well, Kevin, it's relevant
4 because on page 13, you quote -- at page 13, you say, as
5 the building falls into disrepair, it is predicted that
6 the PCBs therein in the OMC Plant building that the City
7 is going to maintain it. We all know that it will
8 eventually migrate into the environment. You've more
9 than made that finding.

10 MR. ADLER: All right. Agreed.

11 AUDIENCE MEMBER: Was there any concern with
12 Option 5 with 3 to 5 feet of rock and sand that it would
13 press that clay sediment and allow it to seep through.

14 MR. ADLER: The question was with the placement of
15 3 to 5 feet of material into the harbor, was there a
16 concern that placing that material on top of the
17 sediment can compress it and therefore make it more
18 available to come back up into the water column. The
19 reason we're doing 3 to 5 feet is to help prevent that
20 from happening.

21 AUDIENCE MEMBER: (Inaudible.)

22 MR. ADLER: It's just gravel, right.

23 AUDIENCE MEMBER: It'S just a combination of just
24 sand and gravel material?

1 MR. ADLER: Yes. Well if it's a true cap that
2 you're talking about, a landfill cap, you're talking
3 about like a plastic layer first and then material on
4 top of that and then a growing layer, you wouldn't be
5 able to put a true cap, landfill cap in the harbor.

6 MR. JOYCE: Any further questions? We'll have a
7 comment period if anybody wants to go ahead.

8 AUDIENCE MEMBER: A long time ago we discussed
9 signs by the lake regarding the level of the fish. And
10 remember that was kind of muted with all this going on?
11 Do you think there's a chance that the signs would be
12 put up at the lake?

13 MR. JOYCE: Well, there are some signs.

14 AUDIENCE MEMBER: There are no signs. And I was
15 wondering if they are going to put the signs up
16 especially with everything that's going to be going on
17 there?

18 MS. MITCHELL: The signs that were originally put
19 up were put up by Lake County Health Department. And as
20 far as answering the question, I can't answer that for
21 you.

22 AUDIENCE MEMBER: And we had brought up at that
23 time that it be based on the mercury level of the fish
24 in the lake. We also have a lot of people here in

1 Waukegan who do their financial -- you know, depend a
2 lot on fishing, you know, to supplement their diet. And
3 you're talking about in English and Spanish. But we
4 were talking about the signs being put up. Do you know
5 how long they were up, Tammy, if they were up?

6 MS. MITCHELL: I know they were taken down in '97.
7 I think they were put up in '93, '94, about the same
8 time the dredging occurred.

9 AUDIENCE MEMBER: When I got off the committee in
10 '99, there were no signs; I remember that. So I think
11 that's one thing we need to talk about. There really
12 needs to be signs put up again.

13 MR. JOYCE: If anybody would like to make an oral
14 comment. You see we have a court reporter, so you won't
15 have to write it up longhand or send an e-mail or any of
16 that stuff. So if you're going to make a comment, state
17 your name and the town you're from.

18 MS. BADILLA-RASS (phonetic): I'm from Waukegan. I
19 was on the EPA advisory committee, the chairperson. And
20 at that time, we had discussed the signs. We had also
21 discussed grants too. We never got that either. That's
22 another thing that was discussed, was grants for the
23 community as far as providing this information to the
24 community through workshops or different presentations.

1 I would like to see the signs regarding the level of
2 mercury in the fish population and the PCBs at Waukegan
3 Marina Harbor in English and Spanish. Thank you.

4 MR. JOYCE: Anybody want to make an oral comment to
5 save you writer's cramp or laboring over your PC at
6 night?

7 MR. BIEHL: My name first, Paul Biehl. My first
8 thought that, to my knowledge, this harbor is a harbor
9 of refuge, to just start out right with that. And I
10 don't believe capping is a foolproof answer as far as
11 the health and safety. My thought is a complete
12 dredging seawall to seawall to eliminate the residual
13 PCBs. And I don't understand why new steel sheeting
14 can't be driven to prevent the collapse of the seawalls
15 that was mentioned. And that's the end of my comment --
16 Or once. Do it once, do it right.

17 MR. GUIZELHART (phonetic): My name is Paul
18 Guizelhart. And my concern is recontaminating the
19 harbor from the properties adjacent to the harbor if we
20 restore activity. That's all.

21 MR. BRAZEN: I think the presentation actually
22 showed a history of dredging and redredging. And I
23 think we're getting the cart before the horse because
24 PCBs keep reappearing. So I don't think we should

1 constantly be dredging the harbor as a result of the
2 PCBs that show up either from hot spots or from
3 leaching. That's all.

4 MR. RAY VUKOVICH: I'm director of governmental
5 services, City of Waukegan. After looking at all of the
6 alternatives that are here tonight, the one that most
7 closely aligns with the City of Waukegan master plan for
8 the lakefront would be Alternative No. 5. As I said
9 earlier, you would need to put that aside and make sure
10 that the OMC Plant No. 2 were fully remediated and then
11 look at the capping of the harbor. Thank you.

12 MR. JEFF JEEP: I represent the City of Waukegan.
13 I just want to make two points.

14 (Short interruption.)

15 MR. JEFF JEEP: I'm just going to speak very loud.
16 I'm legal counsel for the City of Waukegan, and I want
17 to make two points. The first point relates to the
18 extension of the public comment period. It think we
19 should extend the public comment period until
20 February 11, 2009. Then I want to come back to the
21 north plant and emphasize again the importance of doing
22 PCBs there first before we spend 9.5 million or
23 36 million on this harbor only to have it recontaminated
24 again.

1 First let me go through the reasons why I
2 think we should have more time to look at this. This is
3 a momentous decision in the history of the City of
4 Waukegan and the Great Lakes. The National Contingency
5 Plan, which governs the public comment period, mandates
6 a reasonable opportunity for public comment. At a
7 minimal, we should have 60 days. So at a minimal, we
8 should take this out until like -- I don't have the date
9 calculated. It's January -- It would be 5 or 6 more
10 days if you started the public comment from today. So,
11 legally at least, you have to extend it 60 days from
12 today because I'm asking you to. Anytime a member of
13 the public asks, you have to extend it. But it should
14 go beyond January and into 2009 for the following
15 reasons. These are a few reasons.

16 But let's recap a little history here. About
17 the moving target that we've had on costs for this
18 harbor, I'm going to take you back to 2003 when the Army
19 Corps of Engineers first approached the City of Waukegan
20 about participating in a dredging project here. The
21 estimated cost then was \$11 million.

22 That was followed in May of 2003 by a
23 stop-work order that the U.S. EPA issued to the City.
24 And the other part, the OMC Plant, was to stop what

1 we're doing. We lost the construction season. We
2 incurred hundreds of thousands of dollars of extra costs
3 while we evaluated the option of placing all this
4 material on top of the landfill, which was determined to
5 be an ill-conceived idea. I'll leave it at that. That
6 was proposed to us as not costing the City anything as
7 it was initially presented by the U.S. EPA. This is a
8 no cost option, a free ride for the City.

9 By the time we got done doing our calculations
10 after the cost increase from 11 to 12.5 million, we
11 calculated that we paid our local share and incurred the
12 extra costs at the landfill; the project would have cost
13 the City \$10 million. That was in 2004 that the City
14 rejected that dredging project. In November of 2004,
15 the Army Corps came back with another project now saying
16 the dredging project would be \$24 million. So it's gone
17 from 11 to \$24 million dollars.

18 In June of 2007, when the City was negotiating
19 with the U.S. EPA for another dredging project, the cost
20 went up to 39 million. And the City's share of that
21 would have been 14 million, 35 percent, which would have
22 been an uncapped obligation if it cost 45 million or
23 whatever.

24 So our concern is we have seen a moving target

1 here with costs. Whoever is paying for this, whether
2 it's taxpayers or the PRPs around the harbor pay for it,
3 we should be conscious. We should pay careful attention
4 to costs. And we need more time to evaluate these costs
5 given this history of a moving target.

6 Second, will it work? Will we achieve the
7 sweat which we're doing all of this for? If you look at
8 the City of Waukegan's position paper here, which has
9 been there since September of 2007, we have there in
10 Footnote No. 5 correspondence between the City's
11 consultant and the U.S. EPA where we're both discussing
12 we're not sure this is going to work. We're not sure
13 we'll achieve the sweat. And we need to know what has
14 changed now from the last time we looked at this. We
15 don't want to spend this kind of money, still have the
16 levels of PCBs in the sediment, still be an area of
17 concern, and just have wasted all this money. So we
18 have to be convinced this is going to work. That takes
19 time for us to look at these documents, and we need more
20 than the 60 days which you've given us.

21 There are political land use issues that are
22 being decided here. As we said in our public position
23 paper that's been posted on our Web site, these are
24 political questions that should be decided not just by

1 the U.S. EPA but by others. U.S. EPA is an expert
2 administrative agency dealing with environmental issues;
3 they're not a land use agency. They're not an economic
4 development agency.

5 One very serious concern on our part is that
6 industry has received a sneak preview on this cleanup.
7 We know that from speaking with their lawyers that
8 industry has been meeting with U.S. EPA and going
9 through this plan. We have not been part of that.
10 You-all have not been part of that. But there are
11 private discussions that have been going on. And now we
12 are presented with a recommended alternative although
13 industry and EPA had a meeting to discuss this outside
14 of this public forum. And, again, I know that directly
15 from conversations with their legal counsel.

16 So the City had submitted a Freedom of
17 Information Act request to the U.S. EPA. We submitted
18 that on November 6th for not just the (inaudible) but
19 their entire file, all of their correspondence, their
20 correspondence with third parties including industry.
21 We want to know the whole picture, what's going on, as
22 all you should. So we think it is reasonable that this
23 decision be extended until February 3rd, 2009.

24 Finally, I just want to reemphasize again the

1 second point that it is unconscionable that we would
2 spend this kind of money when we know that the north
3 plant, which has such high concentrations of PCBs, you
4 need a respirator to go into that building. And we know
5 that that roof is going to start collapsing and the
6 building is going to start deteriorating and that storm
7 water is going to wash all of that stuff right back into
8 this harbor. I don't even know how we're thinking about
9 dealing with this harbor until we come up with the
10 \$35 million to deal with that building.

11 We will follow up in writing, and we would
12 like a determination from the agency obviously on our
13 request for an extension of the public comment period.

14 MR. JOYCE: Can you be loud?

15 MS. VERENA OWEN. I can be loud.

16 I spent 2 and a half years on an EPA task
17 force. I was appointed one of six environmentalists on
18 the task force that was put together to review federal
19 (inaudible). We spent considerable time thinking about
20 public participation in processes. And we issued a
21 300-page report that suggested various movements in
22 public participation.

23 I think the fact sheet was deceiving. I read
24 it. And it started off with the OMC site, and it gives

1 a little bit of the history on the site. So you think
2 you could come (inaudible) to a summary of site
3 contamination. That's what this is all about. As you
4 know, clearly it is not. And to leave out critical
5 information about the cost of cleaning up the
6 (inaudible) from contamination, I think it leaves the
7 folks (inaudible) in cleanup of the OMC site, which we
8 were given to be this was all about. As I said before,
9 I thought the presentation was interesting but slanted.
10 I was very troubled, and I certainly support this
11 request to extend the public comment period.

12 Thank you very much.

13 MR. JOYCE: More comments? The more the merrier.
14 Going once. Going twice. Okay. I guess that's it,
15 folks. Thank you for coming. We appreciate it.

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